



# SPECIAL USE REPORT

▶ **FILE #:** 7-I-26-SU

**AGENDA ITEM #:** 21

**AGENDA DATE:** 7/9/2026

▶ **APPLICANT:** JONATHAN'S GRILLE

OWNER(S): Curt Revelette MC Rev Strategic Investments LLC

TAX ID NUMBER: 95 H B 00801

[View map on KGIS](#)

JURISDICTION: City Council District 6

STREET ADDRESS: 406 WILLOW AVE

▶ **LOCATION:** Southwest side of Willow Ave, east of Hall of Fame Dr

▶ **APPX. SIZE OF TRACT:** 0.55 acres

SECTOR PLAN: Central City

GROWTH POLICY PLAN: N/A (Within City Limits)

ACCESSIBILITY: Access is via Willow Ave, a local street with a pavement width of 30 ft within a 50-ft right-of-way.

UTILITIES: Water Source: Knoxville Utilities Board

Sewer Source: Knoxville Utilities Board

FIRE DISTRICT: Knoxville Fire Department

WATERSHED: First Creek

▶ **ZONING:** I-MU (Industrial Mixed-Use), HP (Hillside Protection Overlay), PD (Planned Development)

▶ **EXISTING LAND USE:** Agriculture/Forestry/Vacant Land

▶ **PROPOSED USE:** Major modification to a final plan to reduce the approved building's height

HISTORY OF ZONING: A rezoning request from I-2 (Restricted Manufacturing and Warehousing) to I-3 (General Industrial) was denied in 1980 (10-N-80-RZ) but passed in 1984 (3-G-84-RZ). The property was designated I-MU with the adoption of the current zoning ordinance, then approved for a PD (planned development) as part of the Covenant Health Park application.

SURROUNDING LAND USE AND ZONING:

North: Multifamily residential, public/quasi public land (multi-use stadium) - I-G (General Industrial), IMU (Industrial Mixed-Use), PD (Planned Development)

South: Commercial - C-G-2 (General Commercial), HP (Hillside Protection Overlay)

East: Multifamily residential, public/quasi public land (multi-use stadium, greenway) - I-MU (Industrial Mixed-Use), C-G-2 (General Commercial), HP (Hillside Protection Overlay)

West: Hall of Fame Drive and James White Parkway rights-of-way - ROW (Right of Way)

NEIGHBORHOOD CONTEXT: This area is adjacent to the Old City Neighborhood in downtown Knoxville, which consists of event spaces, commercial storefronts, personal service establishments, restaurants, and residential buildings. The subject site is on the east side of the James White Parkway overpass and across Willow Avenue from the new Covenant Health Park multi-use stadium. The area to the southeast is characterized by multifamily apartment complexes, commercial offices, and Green Magnet Academy.

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**STAFF RECOMMENDATION:**

► **Approve the major modification to the final plan to reduce the building's height from 60'-6" to 33'-9", as it is in substantial compliance with the approved final plan (12-A-25-PD), subject to 6 conditions.**

1. Modifications to the final plan must be approved in accordance with Article 16.7.F (Modifications to Approved Final Plans).
2. The development shall be compliant with the City of Knoxville Zoning Ordinance unless an exception has been approved through the planned development process outlined in Article 16.7.
3. Meeting all applicable requirements of the City of Knoxville Engineering Department.
4. Installation of all sidewalks and walkways as identified on the site plan.
5. The landscaping, lighting, and signage must comply with the City of Knoxville Zoning Ordinance.
6. To the extent there is a conflict or ambiguity between the terms of any of the Project Documents, and notwithstanding anything to the contrary in the foregoing documents, the order of priority listed below will be used for purposes of resolving the conflict or ambiguity:
  - (1) The Approved Final Plan;
  - (2) The Approved Preliminary Plan, Planning File No. 9-A-21-PD (see Exhibit B for a summary); and
  - (3) The City of Knoxville Zoning Code.

**COMMENTS:**

**SUMMARY OF DEVELOPMENT**

A 2-story restaurant with approximately 11,200 sq ft of floor area and additional outdoor patio and balcony seating area.

**BACKGROUND**

Jonathan's restaurant received final plan approval for a 20,000 sq ft, 3-story (60'-6") structure located on the southwest side of Willow Avenue, across from the Covenant Health Stadium (12-A-25-PD). This property is within the boundary of the approved preliminary plan for the mixed-use stadium planned development (9-A-21-PD), and the project utilized three of the zoning exceptions to the I-MU (Industrial Mixed Use) zoning standards: 1) increased building height, 2) reduced rear setback, and 3) reduced parking requirement.

**EFFECT OF APPROVAL (Article 16.7.E.4.c)**

After final plan approval, the final plan constitutes the development regulations applicable to the subject property and must be developed in accordance with the final plan, rather than the zoning district regulations otherwise applicable to the property.

**MODIFICATIONS TO APPROVED FINAL PLANS (ARTICLE 16.7.F)**

The planned development process allows the Planning Commission to approve a limited number of "minor modifications". All other modifications are considered "major modifications" and must be approved by the City Council.

**REQUEST**

This request concerns a change in building height from 60'-6" to 33'-9". A minor modification is considered an increase or decrease in building height of up to 10 percent. This request reduces the building height by 44.2 percent, which is considered a major modification.

**APPROVAL CRITERIA (ARTICLE 16.7.F.2.b)**

The City Council may only approve changes to the final plan if they find such changes are in general conformance with the approved final plan, necessary for the continued successful functioning of the planned development, respond to changes in conditions that have occurred since the final plan was approved, and/or respond to changes in adopted City land use policies.

**STAFF ANALYSIS:** With the exception of the building's height, development remains relatively unchanged and in substantial compliance with the approved final plan. The project retains its pedestrian-oriented design by

orienting the building towards the street, with patios and balconies wrapping around it, following the street's curve, and providing multiple pedestrian connections to the public sidewalk. This proposal will activate this corner of the mixed-use stadium development, especially during the warmer months, when the outdoor spaces are more heavily used.

STANDARDS FOR EVALUATING A SPECIAL USE (ARTICLE 16.2.F.2.)

1) THE USE IS CONSISTENT WITH ADOPTED PLANS AND POLICIES, INCLUDING THE GENERAL PLAN AND THE ONE-YEAR PLAN.

A. The One Year Plan and Sector Plan designations for this site are MU-SD (Mixed Use Special District), MU-CC3 (SOMAG Mixed Use District), which recommends including office, wholesale and retail commercial, warehousing, and light manufacturing, and residential development. The concept is to allow mixed-use building forms that are more urban-oriented (for example, multiple stories with small or no front yard setbacks) and designed to enhance the pedestrian experience.

B. The proposed 2-story restaurant is consistent with the MU-SD, MU-CC3 land use designation.

2) THE USE IS IN HARMONY WITH THE GENERAL PURPOSE AND INTENT OF THIS ZONING CODE.

A. The proposed development is consistent with the I-MU zoning standards and zoning exceptions approved with the mixed-use stadium development preliminary plan.

3) THE USE IS COMPATIBLE WITH THE CHARACTER OF THE NEIGHBORHOOD WHERE IT IS PROPOSED, AND WITH THE SIZE AND LOCATION OF BUILDINGS IN THE VICINITY.

A. The 2-story restaurant is compatible with the multi-story, mixed-use building and stadium on the opposite side of Willow Avenue.

4) THE USE WILL NOT SIGNIFICANTLY INJURE THE VALUE OF ADJACENT PROPERTY OR BY NOISE, LIGHTS, FUMES, ODORS, VIBRATION, TRAFFIC, CONGESTION, OR OTHER IMPACTS DETRACT FROM THE IMMEDIATE ENVIRONMENT.

A. The proposed restaurant is similar in nature to the surrounding uses and will not significantly injure the value of the adjacent property or detract from the immediate environment.

5) THE USE IS NOT OF A NATURE OR SO LOCATED AS TO DRAW SUBSTANTIAL ADDITIONAL TRAFFIC THROUGH RESIDENTIAL STREETS.

A. The site is located in a commercial and mixed-use area, and will not draw additional traffic through residential streets.

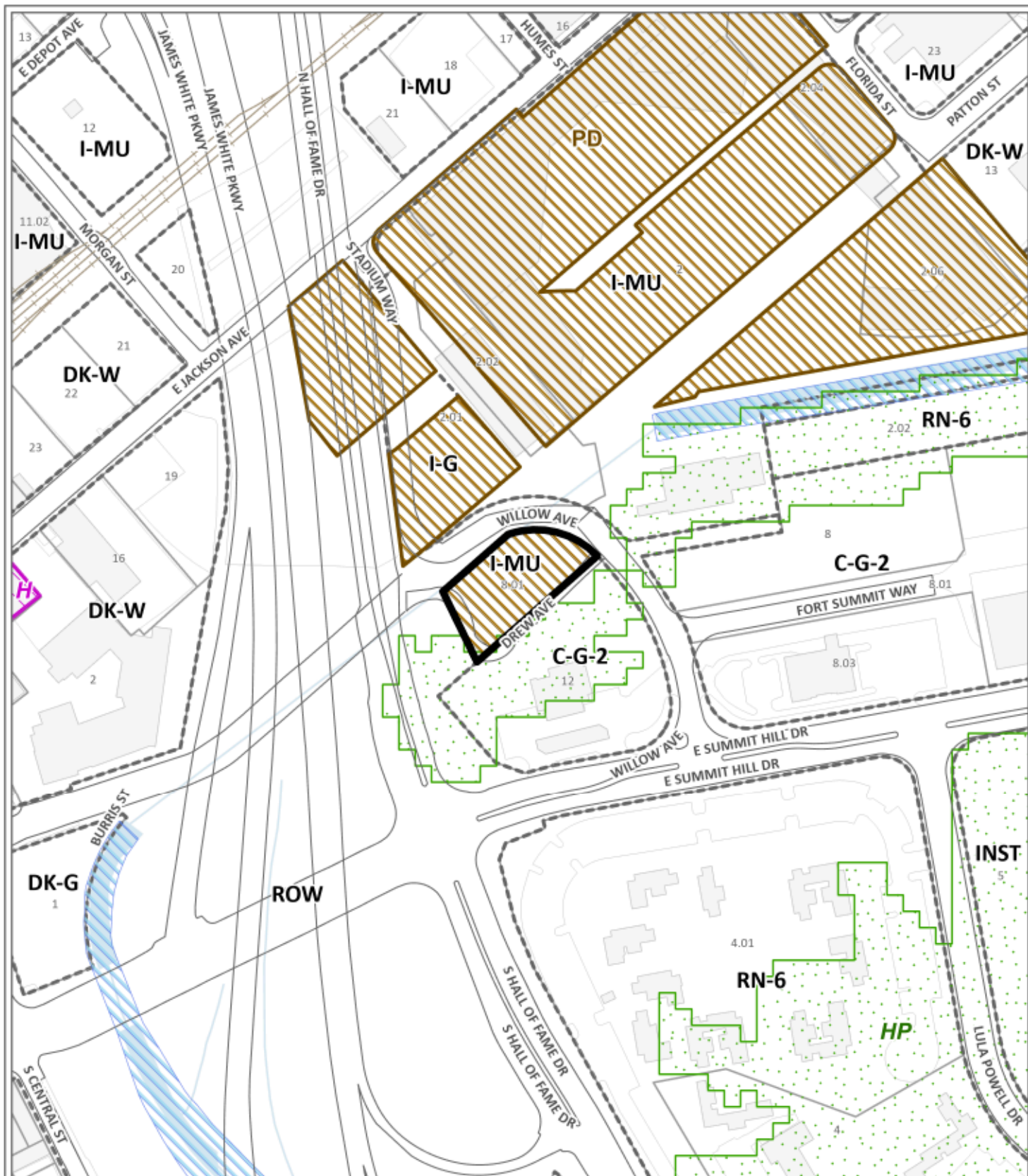
6) THE NATURE OF DEVELOPMENT IN THE SURROUNDING AREA IS NOT SUCH AS TO POSE A POTENTIAL HAZARD TO THE PROPOSED USE OR TO CREATE AN UNDESIRABLE ENVIRONMENT FOR THE PROPOSED USE.

A. There are no known uses immediately surrounding the subject site that pose a potential hazard or undesirable environment for the proposed use.

ESTIMATED TRAFFIC IMPACT: A traffic impact study was prepared by the applicant. The findings of that study were used in formulating the recommendations of this staff report.

ESTIMATED STUDENT YIELD: Not applicable.

The Planning Commission's approval or denial of this request is final, unless the action is appealed to the Knoxville City Council. The date of the Knoxville City Council hearing will depend on when the appeal application is filed.



**SPECIAL USE**

**7-I-26-SU**

**Petitioner:** Jonathan's Grille

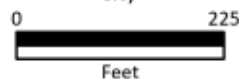


Major modification to a Final Plan in the boundary of the multi-use stadium/mixed use planned development (9-A-21-PD) in I-MU (Industrial Mixed-Use), HP (Hillside Protection Overlay), PD (Planned Development)

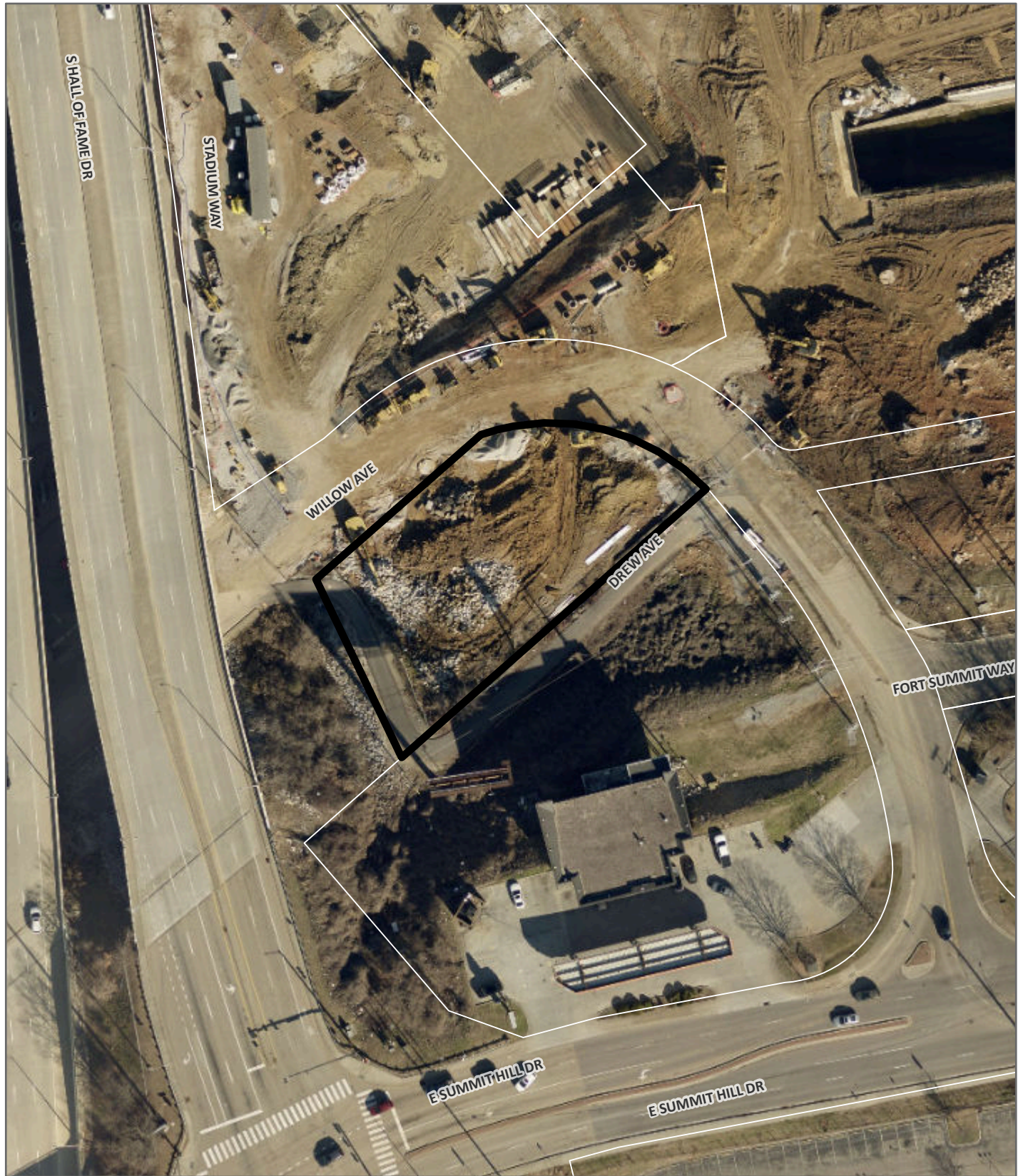
**Original Print Date:** 6/25/2026

Knoxville - Knox County Planning Commission \* City / County Building \* Knoxville, TN 37902

**Map No:** 95  
**Jurisdiction:** City



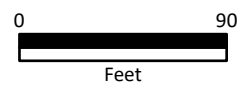
# Exhibit A. Contextual Images



## AERIAL MAP



Case boundary



# Exhibit A. Contextual Images



**LOCATION MAP**

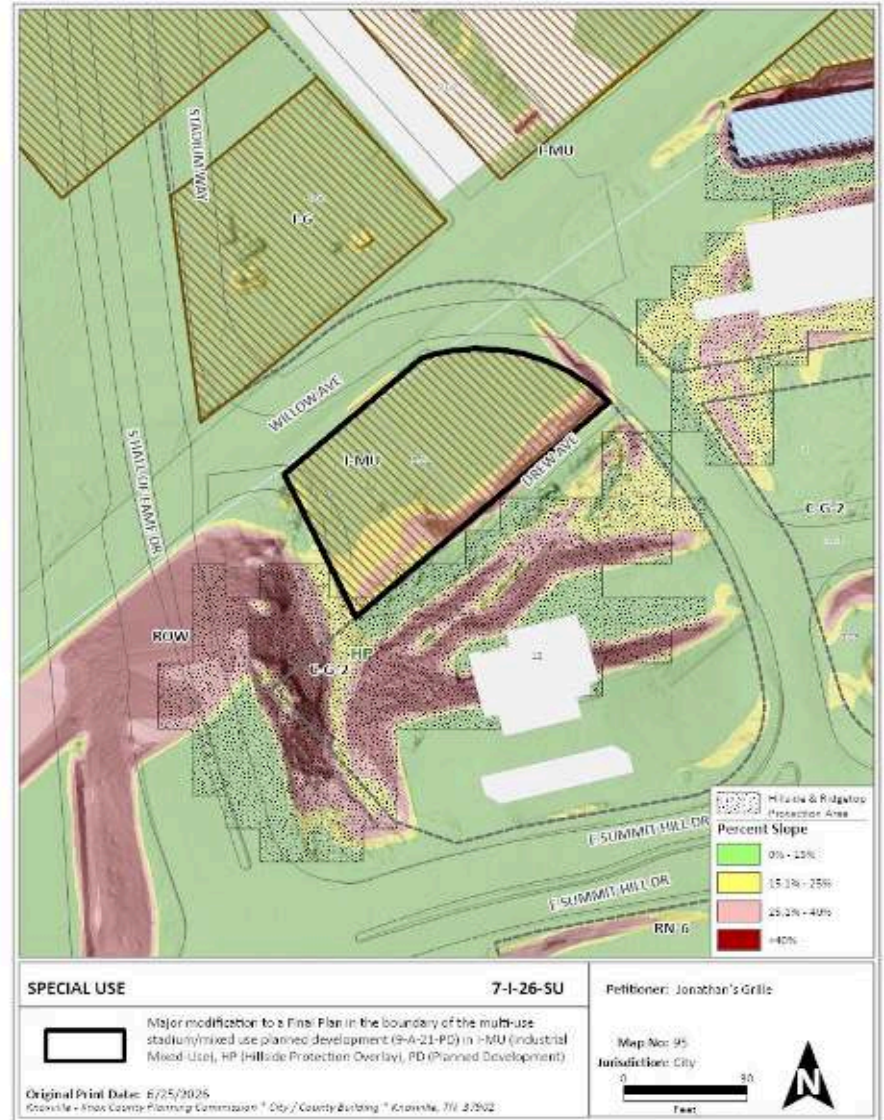
**7-I-26-SU**



Case boundary



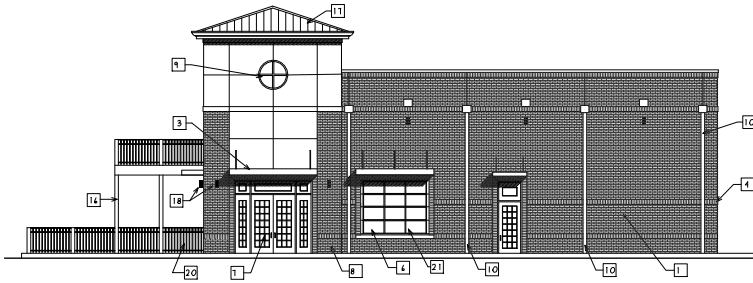
CATEGORY	SQFT	ACRES	RECOMMENDED DISTURBANCE BUDGET (Percent)	DISTURBANCE AREA (Sqft)	DISTURBANCE AREA (Acres)
<b>Total Area of Site</b>	<b>23,916.6</b>	<b>0.549</b>			
Non-Hillside	23,610.5	0.542	N/A		
0-15% Slope	38.6	0.001	100%	38.6	0.001
15-25% Slope	204.7	0.005	50%	102.4	0.002
25-40% Slope	62.8	0.001	20%	12.6	0.000
Greater than 40% Slope	0.0	0.000	10%	0.0	0.000
Ridgetops					
<b>Hillside Protection (HP) Area</b>	306.1	0.007	Recommended disturbance budget within HP Area	<b>153.5</b>	<b>0.004</b>
			Percent of HP Area	<b>50.1%</b>	





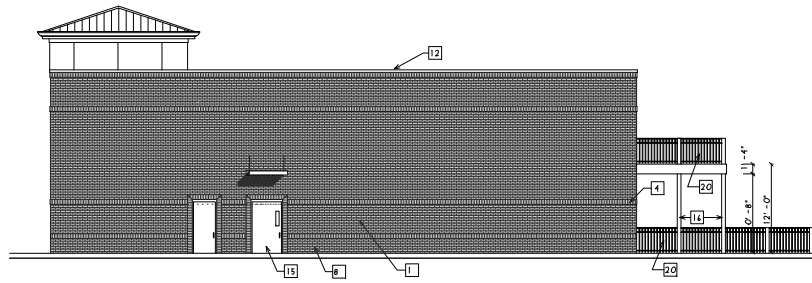
KEYED ELEVATION NOTES

MARK	MATERIAL	MANUFACTURE	COLOR
1	BRICK RUNNING BOND FIELD	PALETTE BRICK	WALNUT
2	EIJS	STO	LIGHT BUFF - 441 BUCKSKIN
3	ALUMINUM FLAT ABING	MAPES OR EG	BLACK
4	BRICK #2 BUFF ACCENTS		CO. OR BUFF
5	ALUMINUM STOREFRONT TO MATCH #4		DARK BRONZE
4	STEEL/G.A.S.S. SECTIONAL DOOR	OVERHEAD DOOR	DARK BRONZE
1	ALUMINUM STOREFRONT		DARK BRONZE
8	BRICK #2 BUFF BASE		CO. OR BUFF
9	INSULATED VINYL WINDOW		PAINTED DARK BRONZE TO MATCH STOREFRONT
10	DOWNPOUT		PAINTED TO MATCH ABING AND ROOF
11	NOT USED		
12	METAL PARAPET FLASHING		BLACK
13	3/4" SCORE LINE		
14	CHANNEL LETTER SIGN		BLACK
15	HOLLOW METAL INSULATED DOOR	STO	PAINTED DARK BRONZE TO MATCH STOREFRONT
14	STEEL COLUMNS (BLACK)		WHITE - 14" SIGN AREA EACH SIDE
11	PRE-FINISHED STANDING SEAM ROOFING		BLACK
18	LIGHT FIXTURE		DARK BRONZE
19	HVAC UNITS ON ROOF BEYOND PARAPET - TYPICAL		
20	ORNAMENTAL ALUMINUM FENCE (BLACK)		BLACK - NOT SHOWN NORTH/SOUTH FOR CLARITY
21	MOTORIZED INSECT/SUN SCREEN	ITTITANSREEN	BLACK - TO MATCH #5. JULIET LOCATION
			PAINTED TO MATCH ABING AND ROOF

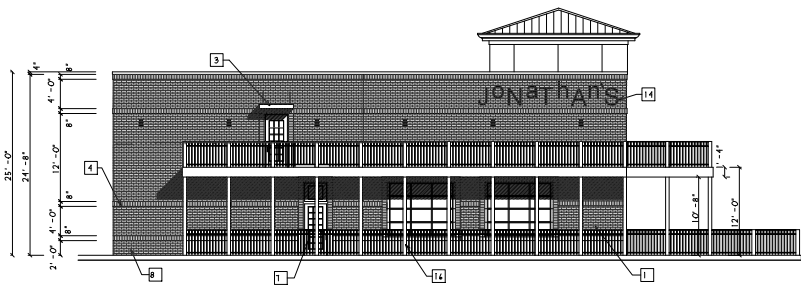


**SOUTH WEST ELEVATION**

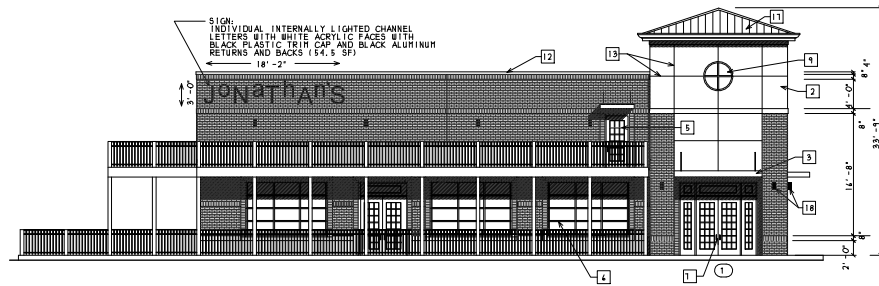
FENESTRATION DESIGN		
LEVEL	REQ. %	PROV. %
GROUND	30%	31%



**REAR ELEVATION**



**NORTH EAST ELEVATION**



**FRONT/NORTH WEST ELEVATION**

FENESTRATION DESIGN		
LEVEL	REQ. %	PROV. %
GROUND	30%	38%



7-1-26-SU  
5/26/2026

**Jonathans**

406 Willow Ave. Knoxville, TN 37915

**JOHN F. WERNE III**  
**ARCHITECT**

PO BOX 183 LAWRENCEBURG, TENNESSEE 38464 615-792-3966 jwerne3@gmail.com

**A-3**

DATE: 5/21/26





# Public Notice and Community Engagement

Planning strives to provide community members with information about upcoming cases in a variety of ways. In addition to posting public notice signs, our agency encourages applicants to provide information and offer opportunities for dialogue related to their upcoming case(s). The contact information you provide in your application may be used for that purpose. We require applicants to acknowledge their role in this process.

## Sign Posting and Removal

The Administrative Rules and Procedures of the Knoxville-Knox County Planning Commission require a sign to be posted on the property for each application subject to consideration by the Planning Commission.

**Planning staff will post the required sign.** If a replacement sign(s) is needed, the applicant is responsible for picking up the new sign(s) from Planning and will be charged \$10 for each replacement.

### Location and Visibility

The sign must be posted on the nearest adjacent/frontage street and in a location clearly visible to vehicles traveling in either direction. If the property has more than one street frontage, the sign should be placed along the street that carries more traffic. Planning staff may recommend a preferred location for the sign to be posted at the time of application.

### Timing

The sign(s) must be posted not less than 12 days prior to the scheduled Planning Commission public hearing and must remain in place until the day after the meeting. In the case of a postponement, the sign can either remain in place or be removed and reposted not less than 12 days prior to the next Planning Commission meeting. The applicant is responsible for removing the sign after the application has been acted upon by the Planning Commission.

### Acknowledgement

**By signing below, you acknowledge that public notice signs must be posted and visible on the property consistent with the guidelines above and between the dates listed below.**

6/27/26

Date to be Posted

7/10/26

Date to be Removed

**Have you engaged the surrounding property owners to discuss your request?**

Yes  No

No, but I plan to prior to the Planning Commission meeting

  
Applicant Signature

Curt Revelette / Jonathan's Grille  
Applicant Name

5/25/26  
Date